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MANPOWER AND EMPLOYMENT PLANNING PROCESS IN UGANDA

LC/NAIROBI

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Public Administration, Human Resources
and Social Development Division

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I. Introduction

Economic and social rehabilitation and long-term development are in the forefront of the Government of Uganda immediate concerns. Events of the last decade have left in their paths a number of critical problems against which this aspiration is to be achieved. The impact of these problems is felt by every segment of the economy and society. This has left the Government with no other choice but to design and embark upon measures that would deal with the problems speedily and effectively. As stated the problems cut accross the various sectors of the economy. Those closely associated with the process of manpower and employment planning were clearly identified by participants in the National Manpower and Employment Planning Staff Development Workshop held 11-20 May 1987. They were centered around poor manpower planning and programming, inappropriate tools for policy formulation and implementation and institutional weaknesses.1/

What follows in this document is a description and assessment of the institutions, policies and programmes employed by the Government to deal with human resources management issues in Uganda. The document, which is a result of a consultancy study and desk work, is divided with five sections excluding the introduction. Section one, while identifying the key organs responsible for manpower and employment planning and also human resources development, highlights their respective duties and structure. Section two gives a brief analysis of the operational linkages between the various organs while section three looks at the associated policies and problems of the process. The fourth section describes the approaches used for manpower and employment planning data collection and tabulation with the final section outlining those major activities undertaken by the Government in the last five years.

The primary objective of the document is two-fold. First it intends to give an overview and evaluation of the status of manpower and employment planning in Uganda. Secondly, it is to serve as a guide for the Government in her efforts to improve the processes of manpower and employment planning in Uganda. At the time of writing, fresh initiatives were being taken by the Government to revamp the process. Among these, a request to the ECA for a mission to assist in the strengthening of the process had been made and agreed upon to specifically do the following:

1. To review and analyse the functions of existing staff assigned to the units/organs/sections that are responsible for manpower and employment planning in the Ministries of Public Service and Cabinet Affairs; Labour; Education; and Planning and Economic Development.

2. To review the present structure and the role of the Manpower Planning Department within the Ministry of Planning and

Economic Development (MPED) with a view to determining its future role and responsibilities that would make the Department more effective.

3. To draft detailed functions of the Manpower Planning Department by sections and units and prepare job description for the staff required to man the Department.

4. To determine the Department's staffing and training requirements for the next five years.

5. To prepare an organizational set-up and detailed functions of a National Committee for Human Resources Planning, Development and Utilization with a view to establishing guidelines for the establishment of the Committee within a human resources management system.

II. Major Organs for Manpower and Employment Planning in Uganda

At the ministerial level, Manpower Management functions are distributed among four core ministries: Ministry of Public Service and Cabinet Affairs, Ministry of Labour, Ministry of Education and Ministry of Planning and Economic Development. Specific terms of reference for the particular departments/divisions or units responsible for the human resources management functions have at one time or another been identified and written down. From available records, the following is the situation.

1. Ministry of Public Service and Cabinet Affairs

The primary department responsible for human resource management functions within this Ministry is the Department of Personnel. The overall functions of the Department are as follows:2/

(i) to identify training needs for the civil service;

(ii) to organize performance improvement courses through the institute of Public Administration;

(iii) to co-ordinate and administer training offers for the public sector;

(iv) to work out terms and conditions of employment, grade of posts, promotion and other matters pertaining to employees welfare in collaboration with the Department of Establishment and Pension.

The Department is organized around three divisions to carry out the assigned task: (i) Staff Development; (ii) Training Administration;

and (iii) Career Development and Guidance. A Commissioner for Personnel Development, heads the Department and is the Chief Adviser to the Permanent Secretary. He is assisted by a Chief Personnel Officer.

Staffing Situation in the Divisions

(a) Staff Development Division

1 Senior Personnel Officer responsible for monitoring and co-ordinating the staff development programmes and services.

3 Personnel Officers Grades I, II and III respectively.

(b) Training Administration Division

1 Principal Personnel Officer in charge of Division and responsible to the Chief Personnel Officer for Planning and Administration of training in the public service.

1 Senior Personnel Officer to assist the PPO (presently vacant).

2 Personnel Officers Grades I and II respectively.

(c) Career Development and Guidance Division

1 Principal Personnel Officer in charge of the Division

1 Personnel Officer to assist the PPO

2 Personnel Officers Grades I and II respectively.

(d) Research and Evaluation Division

1 Principal Personnel Officer responsible to Chief Personnel Officer and in charge of Division.

1 Personnel Officer Grade I (presently vacant).

3 Personnel Officers Grades II, III and IV respectively.

2. Ministry of Labour

There are two departments within the Ministry whose functions are within the sphere of human resources planning and programming. These are: The Department of Labour and the Directorate of Industrial Training. The respective functions of these two departments are indicated below:3/

(a) **The Department of Labour**

(i) to carry out regular labour inspections of all places of employment to ensure compliance with labour laws and regulations;

(ii) to supply technical information and advice to employers and workers concerning effective means of carrying out their respective rights and responsibilities under the law;

(iii) to settle workers/employers disputes;

(iv) to collect, collate, compile, analyse and interpret labour statistics;

(v) to carry out career guidance and counselling; and

(vi) to put employers and workers in touch with each other.

(b) Directorate of Industrial Training

The Directorate of Industrial Training, which was established under Industrial Training Decree No. 2, is charged with the responsibilities:

(i) to identify individual and group training needs;(ii) to co-ordinate and direct in-plant training (training at place of work(iii)to train industrial workers and conduct trade testing, quidance and develop certification methods and procedures (iv) to carry out occupational surveys and job analysis for vocational training purposes.

3. Ministry of Planning and Economic Development

A Department of Manpower Planning is created within the Ministry to perform human resources management functions. The Department is presently divided into four sections: (i) Manpower Planning; (ii) Employment Planning; (iii) Education and Training; and (iv) Research, Data Collection and Analysis.

Initially, the Department, which was to be known as the Manpower Planning and Training Department, was to be headed by a Secretary to be responsible directly to the Minister of Planning and Economic Development. The Department was to provide technical and executive services to the proposed National Manpower Planning and Training Council as one of its primary task. Within this context, it was proposed that the Department be charged with the following responsibilities:

- carry out the policies, decisions and directives of the council;

- prepares technical papers, briefs and reports and proposals for the Council's consideration;

- conduct manpower surveys and collect other relevant manpower data;

- participate in the determination of macro and sectoral planning frames and ensures the application of manpower criteria in the formulation of sector and national plans;

- co-ordinate TCDC activities in Uganda;

- liaise with all ministries, departments, parastatals, and institutions, particularly the ministries of Education, Public Service and Cabinet Affairs, Labour, Agriculture, Industry and Technology, Local Government, Makerere University, the Public Service Commission the Management training and Advisory centre, I.P.A., the Vocational Institute as well as relevant institutions and agencies in the private sector e.g. employers and workers federations, professional bodies and organisations, to co-ordinate their activities in human resources planning, development and utilization and to ensure their continued contribution to the efforts of the Department.

The administrative set-up and staffing arrangements as proposed to perform the above listed task are shown in Table 1. Functions for each section and associated staff were formulated but were not fully carried out as intended. The present staffing arrangement within the Department is as in Table 1.

Table 1: Staff Assignment by Section Within the Manpower Planning Department

Manpower Planning	Education & Training	Employment Planning	Research, Data Collection and Analysis
1. Miss Edith Msajja Sr. Economist and Head	1. Mr. C. Batala Sr. Economist and Head	1. Mr. C. Olong-Atwoki Sr. Economist and Head	1. Mr. I.A. Opila Sr. Statistician and Head
2. Mr. Katende Charles, Economist	2. Miss Sarah Mayaja Economist	2. Mr. M.H. Ogwanga Economist	2. Mr. G. Okutto Statistician
3. Miss F. Kuseega Economist	3. Miss Norah Malule Economist	3. Mr. C.V. Bajaruhaja Economist	3. Mr. Wandera Statistician
4. Mr. G. Bakunda Economist			

ORGANIZATION CHART AND STAFFING ARRANGEMENT OF THE MANPOWER PLANNING AND TRAINING DEPARTMENT AS INITIALLY PROPOSED

ADMINISTRATION — SECRETARY

MANPOWER POLICY FORMULATION AND — CHIEF MANPOWER ECONOMIST/STATISTICIAN

Research, Data Collection Policy and Strategy — DEPUTY CHIEF MANPOWER ECONOMIST/ STATISTICIAN

Manpower Planning Section	Education Planning and Dev. Section	Administration and Services sub-section	Employment Planning and Development Section	Research, Data Collection and analysis section
1 Principal Manpower Economist	1 Principal Manpower Economist	1 Assistant Secretary	1 Principal Manpower Economist	1 Senior Manpower Economist
1 Senior Manpower Economist	1 Senior Manpower Economist	1 Senior Personal Secretary	1 Senior Manpower Economist	1 Statistician
1 Statistician	1 Economist	1 Accounts Clerk	1 Statistician	1 Economist/Statistician
1 Economist	1 Economist	3 Clerical Officers	1 Economist	1 Economist
1 Economist		4 Pool Stenographers		
		2 Drivers		
		2 Messengers		

4. Ministry of Education

The primary aim within the Ministry of Education which deals with the major aspects of traditional human resources management functions in Uganda is the Planning Unit. This Unit was created for "the purpose of over-all planning of the education system throughout Uganda" (a minute paper from the Ministry of Education). The Unit is sub-divided into four sectors. These are: Architectural Section, Financial Analysis Section, Statistics Section and Planning Section. Through the last two sections (i.e. Statistics and Planning) the Unit is responsible for the direct formulation of natural education, policy, projects and plans and for the implementation of those plans. The Unit, through the same two sections, is responsible to collect, compile, analyse and interpret education/demographic statistics. It is also expected to study the effectiveness of the education system and suggest possible adjustments.

The Unit experienced great difficulties in performing these tasks and was contended with routine work mainly at the desk. Only four out of the total fourteen staff in the Unit were considered as education economist/planners. Of the four, two lacked the minimum training required to carry out assigned duties. Efforts are however, being made to strengthen the Planning Unit. It is proposed that the Unit could be renamed as the Directorate of Education Planning with the following functional departments to be headed by a deputy director: Research and Evaluation; Policy and Planning; Education Finance; and Project Implementation. Functions of the first two departments are directly related to the required functions of a human resources management system.

III. A Brief Analysis of the Operational Linkages Between the Key Organs

(a) The situation

Although from the picture presented above, it would appear that the Ministry of Planning and Economic Development (MPED) would have overall responsibility for formulating and co-ordinating manpower planning development and utilization programmes and policies at the national level. In practice this is not the case. There are quite a number of reasons to explain this state of affairs.

First, is the problem of recognition and acceptance of the MPED as the Central Co-ordinating body on the part of the other ministries. This in itself has been as a result of the inherent weaknesses of the MPED in general and the Manpower Planning Department in particular. Until now, the Manpower Planning Department has not had the capacity to produce a manpower plan. There has been a lacking in the ability to gather and analyse the requisite information that would facilitate

the formulation of the required policies and plans. The Department has and continues to be understaffed with technically qualified personnel to handle the functions designated to it. In addition, equipment such as vehicles, photocopiers, typewriters, computers, to name only a few, have all been lacking.

Another reason that has prevented the MPED from playing its co-ordination role has resulted from the struggle between the various ministries as to where to locate the Manpower Planning Department. This struggle intensified shortly after the Report of the Public Service Salaries Review Commission in 1982. The report had recommended that the Ministry of Public Service and Cabinet Affairs be re-organized in structure and functions and renamed the Ministry of Manpower Management to be charged with functions related to the following:

- Working out a National Manpower Plan;
- Manpower Planning in the (extended) Public Service;
- Manpower development in the Public Service;
- Personnel management issues in the Public Service (including salary reviews, grading, allowances, pensions and related schemes);
- Manpower deployment and utilization in the Public Service;
- Job evaluation, grading of posts, and efficiency Audit in the Public Service;
- Career Planning for all Public Officers (including induction courses) as well as the training of parastatal bodies personnel through the "National Training Council".

The report further recommended that the National Training Council which had not yet been put into operation, be transferred from the Ministry of Planning and Economic Development to the new Ministry. In addition, the proposed Ministry was to assume full responsibility of management and technical assistance programmes in the country, and policy administration of both internal and external scholarships and fellowships. The development of a strong Manpower Department within the new Ministry was recommended.

The interpretation of these recommendations intensified the struggle and thereby weakened the process of programme co-ordination. The Ministry of Public Service and Cabinet Affairs viewed the recommendations as those designed "rightly" for strengthening its capacity and making it more effective. The Ministry of Planning and Economic Development on its part, saw in them a force to erode its capabilities. The principal argument was that Manpower Planning at

the National level was a function of the MPED. Besides the MPED was in a better position to identify ordered priorities and to allocate resources for the development and utilization of the nation's manpower. In a recent Government White Paper on the report, the Department of Manpower is to still be a part of the Ministry of Planning and Economic Development. This notwithstanding, the Report is still under going Government's consideration and soon the situation could be resolved.

The impact of the dual between the Ministry of Planning and Economic Development and the Ministry of Public Service and Cabinet Affairs over the report has affected relationships between MPED and say the Ministry of Labour. In substantiating its own position, the Manpower Planning Department within MPED has taken on functions which have been regarded by the Ministry of Labour as those within its terms of responsibility. On its part, institutional and staffing weaknesses have limited the Ministry of Labour in articulating and demonstrating its position effectively within the context of the struggle.

(b) Impact on Human Resources Development and Utilization

The end result of it all has been a total absence of well defined linkages between the various ministries responsible for manpower and employment planning in the country. The consequence with regards to the institutional capabilities is grave, and has put a constraint on the process of manpower and employment planning in Uganda. Specifically, the resulting institutional problems have reflected themselves in "low productivity and personality and departmental conflicts which further worsen the linkages and discourage any attempt to establish an effective organ".4/

Institutional machinery is weakened, ineffective and disintegrated. Worst still, efforts to harmonize and streamline the various terms of references and activities are being constrained. In short, the lack of appropriate linkages and programme co-ordination have resulted in the lack of a coherent human resources policies on the one hand, and a viable process for formulating and developing the required programmes.

IV. Human Resources Development and Utilization Policie ; Problems and Prospects in Uganda

As mentioned above the existing state of affairs does not lend itself to the development of viable national policies. In the field of education and training there are no overall centrally harmonized human resources policies to guide education and training institutions on the type of manpower required for the country. The general perception on policies is that each Ministry has tended to push its own policies without due regard to the implication those policies may have on the over-all situation of the economy or on other sectors other than those for which they are intended. Worst still, the instituted policies

are more often than not unco-ordinated. For example, the universal primary education by the year 2000, which was proclaimed by the Ministry of Education as one of its policies, was not fully discussed with other concerned ministries.

Attempts were made during the National Manpower and Employment Planning Staff Development Workshop to analyse some of these policies. Those considered were related to (i) the return of Ugandan talents from abroad; (ii) revising the trend of real wages in the public service and (iii) educational reforms and free primary education. The general conclusion which flow from the analysis centres around three major issues. First, there is a need for the Government to design and put forward clearly written policy statements. Secondly, the required institutions that would ensure the implementation of the policies needed to be either built or strengthened. Thirdly, every effort should be made to ensure the legal basis for the various policies.

Needless to say that these issues are those associated with the process of policy formulation and administration. Conclusively, while today in Uganda there are no clearly thought-out manpower policies, the prospects seem bright with institutional reforms in sight and the completion of the ongoing manpower survey.

V. Approaches Used for Manpower and Employment Planning Data Collection, Tabulation and Presentation in Uganda

One would say that a systematic approach to Manpower Planning in Uganda is only being attempted for the first time in many years. A systematic approach would require that data be collected, processed, correlated, analysed and disseminated in a form that could be used for policy formulation and decision making. At present, the approaches used to ensure the required data base would need to be adequately developed.

Various attempts have been made over the years at data gathering for manpower and employment planning. This could be traced from the 1969 and 1980 population censuses. Another starting point was the survey of income and expenditure carried out in 1962. Since 1980, four establishment surveys were conducted: Survey of Manpower and Training in the Ministry of Lands, Minerals and Water Resources (1982); Survey of Manpower and Training Demand in the Public Sector, (1982); Census of Civil Service Employees, (1984); and Survey of Transport Manpower and Training, (1985). In addition, a number of organizations and agencies have kept records that could provide some of the required data and information.

(a) Data collection

Available information suggest that the survey approach and administrative records are used to gather data for manpower and employment planning. These are among the traditional approaches for such purposes. However, their end results have not been as desirable as expected. Besides poor linkages between the Department of Statistics, the Department of Labour and other relevant collectors

and users of manpower data, the data collection process suffers from inadequate staffing, material and logistics. These have given rise to a number of technical problems among which is the poor planning and disintegration of survey activities and hence, the unreliability of the results.

A unique case in point was the manpower survey carried out in 1967. The 1967 survey provided an inventory of the numbers employed and the number of vacancies in all various cadres of manpower requiring a certain minimum level of training. Coverage of the survey was estimated to have been over 90 per cent of high-level manpower in post at the time of the survey. It also provided useful information on the age, experience and qualification structure of the high-level labour force. More importantly, the survey provided the basic data for projecting high-level manpower requirements up to 1981.

Projection based on quantitative assumptions about the growth of the economy, the relationship between economic growth and the demand for high level manpower, wastage through death, retirement and Ugandanization and about the desired relationship betwen the various levels of high-level manpower was made from the information collected. The projections show the number of Ugandan entrants to each occupation over the periods 1967-71, 1972-76 and 1977-81. Using drop-outs and failure rates, the results of the manpower projections were then used to derive an estimate of the required total outputs of Ugandans at every level of the educational system. The estimate included provision for the requirement of output at each educational level. It also included, by a process of iteration, the requirement for teachers implied by the projection.

However, the results made very little difference. The growth of the economy had ambitiously been assumed to grow at the rate necessary to achieve the perspective growth target. (i.e. doubling per capita incomes in 15 years as specified in work for progress.5/

This meant an average annual growth rate in gross domestic product well over 8 per cent between 1966 and 1981. As it turned out, this did not happen and as such, the manpower requirements specified in the report on the 1967 Manpower Survey were substantially overstated. Perhaps, better co-ordination of activities and planning could have led to better results than was experienced.

(b) Data Tabulation and Presentation

The approaches used for tabulating data are also of the traditional types. Efforts are being intensified to develop the later capabilities in view of the on-going Manpower Survey. The ICL-ME29 Computer at the Uganda Computer Services (UCS) of the Ministry of Finance is to be used to process the survey data. The UCS facilities include thirty-six (36) DRS.20 multi-purpose working stations which will be used

for data capture. Programmers from UCS will develop programmes in accordance with the tabulation requirements worked out by the Manpower Planning Department. A local consultancy firm was engaged and it fully participated in the process of questionnaire design. Experiences gained from the exercise would hopefully be carried over to other future surveys.

VI. Major Manpower and Employment Planning Activities Undertaken since 1984

Most of the significant activities in the area of manpower and employment planning were carried out during the last three years of the period under review. Between 1984 and 1986, the necessary planning and negotiation for undertaking a series of activities were initiated and in some cases, concluded. More importantly, Government was interested in finding ways for strengthening the institutions for human resources management. By 1986 the stage was set and the following major activities undertaken:

- A National Manpower Survey;
- A Census of Civil Servants 1987;
- A National Manpower and Employment Planning Staff Development Workshop 1987;
- An Education Policy Review Commission 1987;
- A Visitation Committee to Makerere University 1987; and
- A Public Administration Performance Improvement Project 1986.

(i) The National Manpower Survey

The objective of the survey, supported by a UNDP/ILO project, is to get a realistic assessment of the manpower situation in the country, (i.e. size, composition, education and training needs). The survey is also aimed at strengthening the Manpower Planning Department's capabilities to plan and conduct surveys on a regular basis through the provision of technical assistance and training fellowships for the staff of the Department. In this regard, two experts have been attached to the Department for the duration of the survey. To date, eight (8) Economists/Statisticians have been trained in manpower and employment related courses at post-graduate level.

The survey is being carried out under four statistical programmes. First, the survey is the creation of a Directory of Establishment and a sampling frame. So far, a provisional directory containing more than 10,000 establishments has been compiled. Secondly, the size of trained manpower available and that which is demanded would be assessed. Thirdly, the characteristics and structure of educational and training institutions and programmes would be assessed. Finally, the survey would assess the characteristics and structure of trained manpower in the formal sector of the economy. The various tables will be analysed by a small team of senior staff of the Manpower Planning Department in collaboration with the two international staff in the Department who will eventually produce a report on the findings of the survey. The report is expected to contain specific recommendations to be taken by the Government.

(ii) The Census of Civil Servants

In yet another bid to have as much data as possible on the manpower situation in the country, Government directed the Ministry of Planning and Economic Development to carry out a Census of Civil Servants on 15 July 1987. The Census was executed successfully on the specified date. Inter-alia, the Census was intended to provide Government with data on size, composition, wage bill and related characteristics of the civil Service to enable Government to formulate and implement measures aimed at improving the terms and conditions of service in particular and effective manpower planning and development in general. In addition, it was to establish the composition of the civil service; qualifications and training profiles of the civil servants; and the conditions of work and to assign to each individual in the service a payroll number.

The Census of Civil Servants covered all Civil Servants on the payroll of Teaching Service, Local Administration (District Administration and Urban Authorities), Traditional Civil Service and Security Forces (Police Force and Prisons) and including all persons who for various reasons were absent from work e.g. those on travel abroad and all employees of Uganda Missions abroad. Besides employees, pensioners were also covered. The Census covered all the 33 administrative districts of the country. Two basic questionnaires were administered one for the Established Staff and the other for Group Employees.

The 1987 Census of Civil Servants gives a figure of 239 528 with a monthly wage bill (May 1987) of U Shs. 53,243 million. 6/

The average income, therefore, at that time was U.Shs. 222 per employee. During the same period, May 1987, 67 per cent of all Civil Servants earned between U.Shs. 150-199 per month. Of the total number of Civil Servants 57 per cent (136,629) were Established Employees

and 43 per cent (102,899) were Group Employees. A main difference between Established and Group Employees is that the latter are not routed through the Public Commission 7/ and are employed on a temporary basis. There is however, a sizeable group of employees within the Established category. By July 1987, these numbered 39,109 holding temporary posts and hired for specified short-term periods. Hence, at the time of the Census the bona fide Established Civil Servants were 93,207 and the rest (146,321) were classified as Group Employees or other employees of temporary status.

Already from the above figures, two striking findings long suspected emerged. First, the very low earnings of Uganda Civil Servants.8/ Second, a very high proportion of Government employees, who do not enjoy security of employment or the other benefits conferred on the established staff, reported to be engaged in other side activities to make ends meet. Over 50 per cent reported to be engaged in agricultural activities as a source of extra income. In terms of housing, about a third (31.5 per cent) of the Established staff lived in Government accommodation, another 39 per cent in their own houses and 23 per cent in rented accommodation. In addition, only a small percentage (2.4 per cent) used office transport to their place of work and the majority (75 per cent) of the Established staff went on foot.

The picture that emerges from all this is that a typical Established Civil Servant is poorly paid, unlikely to be housed in Government accommodation and not travelling to work by official transport. For the majority of Civil Servants, group and temporary employees, the picture is more grim for they are at the bottom of the wage ladder without subsidized housing or transport.

Judging from how the Manpower Planning Department handled the Census of Civil Servants right from the enumeration stage to the report that has been produced, it gives hope to the future of manpower planning capabilities in the country. The foreseeable problem would rest with the decision makers whether for example the findings of the Census and that of the National Manpower Survey would be used to design policies and measures that would better the system particularly with regards to the terms and conditions of work.

(iii) National Manpower and Employment Planning Staff Development Workshop

The above Workshop was organized by the Ministry of Planning and Economic Development in conjunction with assistance from the United Nations Economic Commission for Africa (UNECA). It was held in Entebbe from 11-21 May 1987. The workshop constituted an important step towards

enhancing manpower planning institutional and staffing capabilities in Uganda. The workshop was attended by senior and middle-level personnel from all the Ministries and institutions that are concerned with human resources development and utilization planning and management in Uganda. Specifically, the workshop was to enhance institutional and staffing capabilities to formulate, administer and implement manpower development and utilization policies, programmes and strategies.

Accordingly, participants reviewed existing and specified expected functions of manpower development and employment planning organs and personnel and how those functions related to other functions and staff within the overall national development planning process. The evaluation of the status and effectiveness of manpower planning in the country in the past years was also carried out by the participants along with the examination of the types of data required for manpower planning in Uganda.

The workshop resulted in several important recommendations pertaining to the overall issues of the human resources management in Uganda. Among these were the following:9/

(a) In the realm of Institutional machinery, it was proposed that the existing units dealing with manpower planning functions in the Ministries of Labour, Public Service and Cabinet Affairs, Education and Planning and Economic Development be strengthened, and their functions re-aligned after a thorough structural and job evaluation exercise to ensure maximum co-ordination and an effective human resources planning sub-system.

(b) A Human Resources Management Committee, a Ministerial level inter-sectoral body, be formed through legislative or executive order with a secretariat in the Ministry of Planning and Economic Development. This body should be charged with the following functions:

- stipulate guidelines and approve education, training and employment targets, policies and programmes and strategies for the efficient development and utilization of the nation's human resources;

- initiate, direct, co-ordinate and monitor the execution of human resources development and utilization programmes;

- commission studies and review for approval recruitment and incentive measures that affect supply of and demand for labour within sectors and occupations.

(c) In the realm of Policy Formulation and Implementation it was recommended that Government policies on human resources development and utilization be clearly stated or written. They should also be relevant to national needs, consistent with other policies and be implementable.

(iv) Establishment of the Education Policy Review Commission (EPRC)

The main objective of this Commission is to assess the suitability or otherwise of the existing education system of the country and make recommendations to Government. The following are the specific Terms of Reference for the Commission:

(1) To appraise the existing system of Education from pre-primary level through Secondary to Tertiary and recommend measures and strategies of improving the system so that it can:

- Progressively embrace, as appropriate, modern curricula and pedagogic trends and development.

- Equip its students with productive and marketable skills to meet the developmental needs of the economy and promote employment opportunities for the students;

(2) To review and reformulate where necessary, the general aims and objectives of the school education system as a whole as well as the aims and objectives of education at each level of the System.

(3) To advise on the most effective way of integrating academic with commercial and technical subjects in School Curricula in accordance with the Resolution of the 40th International Conference of UNESCO.

(4) To recommend measures which will improve the management of schools and tertiary institutions so as to maximize cost-effectiveness.

(5) To re-assess the current system of financing schools and tertiary institutions and recommend measures for reducing costs and improving efficiency in rendering educational services.

(6) To advise on optimal location of educational institutions throughout the country.

(7) To advise on how, if at all, schools and tertiary institutions can contribute towards their own up-keep without impairing academic standards.

(8) To review the role of qualifying examinations and adequacy of the current methods of assessment and recommend as appropriate.

(9) To assess the role of the private sector in the provision of education at all levels.

(10) Having regard to the tender age at which pupils leave Primary 7, to review the structure of the Primary and Secondary levels by way of age and grouping of classes and advise on the necessity or otherwise of reverting to the previous system of Primary/Junior Secondary on the one hand and Senior/A-Level/Tertiary on the other.

The work of the Commission is being undertaken by a total of twenty eight (28) Commissioners selected from across section of scholars, top civil servants and head teachers of various educational institutions. The work of the EPRC is progressing well and it is hoped that by mid 1988, the first draft report on its findings and recommendations would be ready for presentation to the Minister of Education for comments.

(v) The Visitation Committee to Makerere University

The Visitation Committee was appointed by the President of the Republic of Uganda in his capabity as Visitor and Chancellor of Makerere University. The Committee was inaugurated by the Minister of Education on 4th July 1986 and could be regarded as being among the major human resources management activities undertaken recently. The appointment of the Committee was against the need to redress a number of short comings which had paralysed the effectiveness of the University.

The Committee was generally charged with the task of trying to transform the Institution so that it can produce graduates who are well conversant with the problems of Uganda and the African continent, and who are at the same time prepared to find practical solutions to problems. Bearing this in mind, the Visitation Committee was specifically asked to inquire into and recommend on:

(1) The present structure of the courses (curricula) followed in the various Faculties and Schools of University, and to advise on how best they could be modified in order to be best suited, both to educational and developmental needs of the country.

(2) The University finances (mode of funding, management, control, contracts, and tenders) since 1980.

(3) The cost of education per student, with a view to reducing it but without lowering academic/professional standards.

(4) The machinery of, and qualifications for, admission to courses at both under-graduate and graduate levels.

(5) The supervision of Post-graduate courses and the periods of completion of such courses.

(6) The nature, objectives, and financing of research programmes and the criteria of determining research priorities.

(7) Fellowships schemes and visiting academic arrangements.

(8) The structure of the academic year and use of the University facilities, both staff and physical, and to advise on whether or not the intake of students in any year could not be increased by introducing a semester system.

(10) The methods of recruitment, appointment, promotion, training and disciplining of both academic and administrative staff.

(11) The terms and conditions of service for all academic and non-academic staff.

(12) The welfare of students, student affairs and their organization, and the relationship between students and the academic and administrative staff.

(13) The structure of decision-making machinery within the University in relation to both academic and non-academic matters.

(14) The relationship between the University and the Government, Government bodies, and the public.

(15) Any other relevant matters which may promote the standing academic and professional excellence of the University or enhance its contribution to the needs of Uganda.

The visitation Committee submitted its report to the Government in July 1967. The report gave rise to Government's decision to set up the Education Policy Review Commission to study and advise on the suitability or otherwise of the present educational structure in Uganda. The thoughts were that the process of transforming Makerere University must necessarily start with over-hauling of the entire education system right from the nursery level to the University level. Quite a number of far reaching recommendations have been given in the report ranging from the structure of courses and admission requirements to the

structure of decision-making machinery within the University and the relationship between the University and the Government.

(vi) Public Service Performance Improvement

A Uganda/World Bank Public Service Performance Improvement Project has been underway in the Ministry of Public Service and Cabinet Affairs since 1986. The Project has been designed as a comprehensive programme to address and attempt to find concrete and lasting solutions to the persisting administrative deficiences and deterioratiion that have characterised, for some time, general performance. The aim is to strengthen the managerial competence and capabilities of Ministries and Other Civil Service institutions so as to boost and sustain Government's efforts to rehabilitate and redevelop the shattered economy that it has inherited.

Efforts under the project will focus attention on general, as well as sectoral management within the Civil Service. The major concern revolves around basic but crucial areas of management requirements, especially, (a) structural rationalization, (b) improved personnel administration methods and procedures, including training and staff development; and (c) efficient administrative management systems. In general, the Project will attempt to improve the substantive performance and productivity in the public service by raising the level of administrative skills of the following two broad groups of ministries and Government organizations:

(i) the central organs responsible for policy guidance and co-ordination, as well as resource allocation and control;

(ii) the sectoral agencies responsible for programmes and activities that have a direct impact on the implementation of the National Rehabilitation and Development Plan.

Broadly, the objectives of the Project may be summarized as follows:- to strengthen the administrative capacity of the entire Civil Service so as to enhance and accelerate the implementation of the Government's Economic and Social Rehabilitation and Development programmes through:

(a) an efficient structuring of the administrative machinery of the Government, reflecting a balanced allocation and co-ordination of functions between and within Ministries, as well as cost-effective staffing of public institutions;

(b) improved and up-to-date Personnel Administration and Staff Development systems reflecting:

- optimum rationalization in manpower planning and mobilization; and maximum productivity in manpower utilization and deployment;

- meaningful and sound training and staff development programmes;

- increased staff incentives and motivation.

(c) improved and up-to-date management systems and Procedures, reflected in efficient support administrative services embracing:

- general office support functions and

- common clerical, record-keeping, communications, secretarial, logistical and house-keeping services.

The Project is progressing well and is being supported by other Government efforts to streamline and strengthen other key Ministries. When completed, it is expected to have a significant impact on the performance of the Civil Servants.

(vii) Conclusion and Recommendations for Strengthening National Manpower and Employment Planning Capabilities in Uganda

The foregone analysis point to two conclusions. First, various parts of a comprehensive machinery for manpower and employment planning exist in Uganda. What is needed was to fit the various parts together through the creation of viable operational linkages. Secondly, the process as is contains a number of weaknesses that have and continue to constrain its level of effectiveness. These weaknesses are rooted in personality and departmental conflicts, poor technical capability and administrative instability. However, there is much hope given the series of activities undertaken during the last five years. A set of bench mark statistical data would have been generated. National manpower and employment planning staff would have gained a great deal of practical experience in data gathering, processing and analysis. Departmental roles and functions would have been better defined and co-ordinated. Guidelines for the formulation of a comprehensive national manpower development and utilization policy would have been developed. With these in place, a foundation for a systematic human resources management process would have been built.

It is in this light and given the urgent need to strengthen manpower and employment planning capabilities, that the following recommendations are made.

(i) That the Government should continue to take an interest in the implementation of the Public Service Improvement project;

(ii) That Government should begin to frame up and pursue appropriate follow-up measures, institutions and policies

that would respond to the outputs of the Public Service Improvement Project; the National Manpower Survey; the Education Review Commission; and the Visitation Committee.

(iii) That the momentum of the census of Civil Servants and the National Manpower Survey should not die at the end of the project;

(iv) That the administrative infrastructure of the National Manpower Survey be studied and used to form a systematic process of gathering data on a periodic basis with the view of developing a manpower data base.

(v) That the Government should pursue more vigoriously a staff development and retention policy to assume the required responsibilities arising from the various re-organization exercises.

(vi) That the findings, conclusions and recommendations of the National Manpower and Employment Planning Staff Development Workshop be considered at the Permanent Secretaries meeting in relatiion to other recommendations regarding the strengthening of manpower and employment planning capabilities in Uganda.

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ENDNOTES

1/ See Report of the National Manpower and Employment Planning Staff Development Workshop, ECA/PAMM/HRP/87/7[6.1(ii)]; May 1987, P. 1 & 2

2/ Ibid; P.55

3/ Report of National Manpower and Employment Staff Development Workshop P.57

4/ Report of the National Manpower and Employment Planning Staff Development Workshop, ECA/PAMM/HRP/87/7[6.1(ii)], P.47

5/ See Work for Progress: The Second Five-Year Development Plan 1965/66 - 1979/71; Kampala, Uganda

6/ Official Exchange rate 1 US$ = 60 U.Shs.

7/ The body responsible for recruitment into the Public Service

8/ Salary and Wages were increased in June 1987. A minimum wage of U.Shs.450/- was fixed

9/ See Report of the National Manpower and Employment Planning Staff Development Workshop, 11-20 May 1987; ECA/PAMM/HRP/87/7[6.1(ii)], May 1987 p.10